

Message Text

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SUBJECT: CERP 0008 EVALUATION OF UN ASSISTANCE

LONDON FOR IMCO, MONTREAL FOR ICAO, PARIS FOR UNESCO, ROME FOR FODAG,
VIENNA FOR IAEA AND UNIDO

REF: (A) STATE 64907 (B) BANGKOK 5233, 1974

1. GENERAL STATUS OF PROGRAM

UNDP PROGRAM IN THAILAND IS ONE OF THE MOST SUCCESSFUL IN THE WORLD IN TERMS OF DELIVERY RATE. AS OF MARCH 31, 1975, THAI PROGRAM WAS DELIVERED AT THE RATE OF 114 PERCENT OF ITS TARGET FOR THE FIVE YEAR INDICATIVE PLAN WHICH RUNS TO FY 75. WORLD AVERAGE IS 58 PERCENT. AS RESULT THIS PERFORMANCE, UNDP/THAILAND HAS BEEN PERMITTED TO PROGRAM ADDITIONAL \$2 MILLION DURING THIS PLAN PERIOD, BRINGING TOTAL TO \$17 MILLION. THESE AMOUNTS BEING BORROWED FROM 77-82 INDICATIVE PLANNING FIGURE. RESREP STATED THAT THE REPROGRAMMING WOULD WLLLOW SMOOTHER TRANSITION BETWEEN PLANNING PERIODS AND WERE MORE IN LINE WITH ABSORPTIVE CAPACITY REALITIES THAN PREVIOUSLY PROGRAMMED LEVELS. PRIORITIES FOR UTILIZATION OF ADDITIONAL FUNDS SET IN UNCLASSIFIED

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AUGUST 1974 COUNTRY PROGRAM REVIEW AND WERE AS FOLLOWS:

- A. IMPLEMENT PROJECTS ON RESERVE LIST.
- B. MEET SHORTFALLS IN ON-GOING PROJECTS IDENTIFIED BY PROJECT MANAGERS AND RTG
- D. PROJECTS FOR WHICH THE RTG HAD NOT OBTAINED OTHER FUNDING (TWO OF THE NEW PROJECTS ARE COMPLEMENTARY TO US EFFORTS IN THAILAND: NORTHEASTERN REFORESTATION AND COMMUNITY WATER SUPPLY CONSTRUCTION AND REHABILITATION).

MISSION BELIEVES THAT USING THE ADDITIONAL FUNDS IN THE ABOVE MANNER CERTAINLY EXPEDITIONS, BUT QUESTIONS THE WISDOM OF RESPONDING TO AN UNTARGETED RTG SHOPPING LIST WHICH MAY NOT ADDRESS ITSELF TO THE REAL PRIORITIES OF THE NATION, THE RURAL POOR. ASSESSMENT OF UNDP PROGRAMS IN LIGHT OF FAA OF 1973 CONGRESSIONAL MANDATE NOT PART OF CERP 0008 INSTRUCTIONS SO IT HAS NOT BEEN ADDRESSED HERE. GIVEN THE 25 PERCENT US CONTRIBUTION TO UNDP SUGGEST THAT IN ADDITION TO A MANDATE ANALYSIS BEING INCLUDED IN THE NEXT CERP INSTRUCTIONS IT WOULD BE USEFUL FOR WASHINGTON TO UNDERTAKE AN ANALYSIS OF THE UN'S RESPONSIVENESS TO THE MANDATE IN THE COMING YEAR. A RECENT GAO STUDY OF INTERNATIONAL ORGANIZATIONS IN THAILAND QUESTIONED THE CORRELATION BETWEEN IO EFFORTS AND DELIVERY TO THE RURAL POOR- THEIR CURSORY CONCLUSION WAS THAT THE CORRELATION WAS NOT HIGH.

2. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM

RESREP RELATIONS

WITH RTG OFFICIALS EXCELLENT. RESREP CHAIRS MEETINGS BOTH INTERNALLY AND WITH RTG WHICH REVIEW VARIOUS PROGRAMS. HIS RELATIONS WITH HEADQUARTERS ARE APPARENTLY EXCELLENT. COORDINATION WITH IBRD IS GOOD. IBRD OFFICE HERE EXPRESSED VIEW THAT UNDP TECHNICAL ASSISTANCE PROJECTS DO NOT SUFFICIENTLY TAKE INTO ACCOUNT POSSIBLE LINKAGE WITH CAPITAL PROJECTS. ALTHOUGH IBRD RELUCTANT TO SHARE THEIR THOUGHTS AT PRELIMINARY STAGE, IN PROJECTS WHERE IBRD AND UNDP BOTH INVOLVED IN SAME PROJECT, COOPERATION IS EXCELLENT. IBRD AND UNDP CONSULTANTS MEET FREQUENTLY AT VARIOUS STAGES OF IBRD PREPARATIONS OF PROJECT.

AUDIT TRAINING. IBRD REPS ATTEND ALL BI-MONTHLY PROJECT MANAGERS MEETINGS AS WELL AS REVIEWS OF INTEREST TO THEM. ALTHOUGH COOPERATION BETWEEN IBRD AND UNDP GENERALLY GOOD, SELECTED GAPS COOPERATION HAVE RESULTED IN INEFFICIENCIES. THE RECENT HEALTH SECTOR ASSESSMENT UNCLASSIFIED

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SHOWED A DISTINCT LACK OF COOPERATION BETWEEN IBRD AND WHO, DESPITE EFFORTS OF OTHER DONORS TO BRING THEM TOGETHER. RESULT OF THIS HAS BEEN MUTUALLY UNREALISTIC RECOMMENDATIONS FOR FUTURE WHO ASSISTANCE AND LOAN PROJECTS AND DIMINUTION OF VALUE OF AN ASSESSMENT WHICH COULD HAVE BENEFITTED FROM SYNERGISTIC COOPERATION. MISSION DIRECTOR FIRMLY BELIEVES THAT THIS TYPE OF DIFFICULTY RESULT OF LACK OF COERCIVE AUTHORITY VESTED IN RESREP. IF RES REP HAD AUTHORITY TO APPROVE SPECIALIZED AGENCY BUDGETS AND SELECT SENIOR SPE-

CIALIZED AGENCY PERSONNEL COORDINATION WOULD BE MUCH IMPROVED. COORDINATION MIGHT ALSO BE IMPROVED IF COMMUNICATIONS BETWEEN IBRD/W AND UNDP/NY WERE INCREASED. MISSION RECOMMENDS THAT THIS BE BE LOOKED INTO DURING THE COMING YEAR.

COOPERATION WITH ADB HAS INCREASED IN THE PAST YEAR WITH UNDP PLANNING TO PROVIDE TA COMPONENTS TO TWO ADB LOANS, SOUTHERN FISHERIES DEVELOPMENT AND SKILLS PROMOTION.

UNICEF PARTICIPATES IN THE COUNTRY PROGRAMMING EXERCISE AND IN RELEVANT PROJECT REVIEW MEETINGS. UNFDAC PARTICIPATES IN ALL MEETINGS CONCERNING NORTHERN DEVELOPMENT. UNFPA ATTENDS MEETINGS IN WHICH THEY HAVE A SPECIFIC INTEREST.

3. COORDINATION OF ALL EXTERNAL ASSISTANCE

MECHANISMS AND PROCEDURES FOR COORDINATION OUTLINED REF (B), PARA B, NO CHANGE HAS OCCURRED. RES REP HAS IMPROVED DAC COMPENDIUM AND THIS DOCUMENT NOW ISSUED ON TIMELY BASIS. RESREP ALSO KEEPS IN EXTREMELY CLOSE TOUCH WITH DONORS ON AN INFORMAL BASIS. COPIES OF PROJECT PROPOSALS ARE ROUTINELY SENT TO DONORS FOR COMMENT. HOST GOVERNMENT WELCOMES THIS AS THEY ENCOURAGE COORDINATION AND SEEK GOOD PROJECT DESIGN. MISSION DIRECTOR HAS OCCASIONALLY BEEN INVITED TO ATTEND, UNDP BI-MONTHLY REP MEETINGS AND BRIEFED UNDP REPS AND CONSULTANTS.

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4. ROLES OF RESREP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES

ROLE OF RESREP AND HIS COMMENTS CONCERNING ESCAP GIVEN IN PARA 10 BELOW. (DURING RECENT DISASTER ALL RTG REQUESTS FOR ASSISTANCE WERE CHanneled THROUGH RESREP TO THE BENEFIT OF ALL DONORS INVOLVED. RESREP CLeared REQUESTS WITH OTHER DONORS, PREVENTING SEVERAL POSSIBLE DUPLICATIONS OF INPUTS WHICH MIGHT HAVE OCCURRED AS RESULT OF SOMEWHAT DISORGANIZED HOST COUNTRY COMMUNICATIONS.) RES-REP HAS COORDINATED RECENT SAFEHAVEN ACTIVITIES FOR SPECIALIZED AGEN- CIES.NO POLICY OR ORGANIZATIONAL CHANGES WERE IDENTIFIED BY RESREP AS NECESSARY. HE DID STATE THAT HIS OFFICE WOULD BE MORE EFFECTIVE IF TWO ADDITIONAL PROFESSIONAL POSITIONS WITH SECRETARIES WERE APPROVED. COMMENTS IN PARA 2 ABOVE CONCERNING THE NEED FOR MORE BUDGET AND PERSONNEL AUTHORITY FOR THE RESREP ARE ALSO RELEVANT HERE.

5. COUNTRY PROGRAM REVIEWS

RESREP STATED THAT REVIEWS HAVE BEEN MOST USEFUL. IBRD AND SPE- CIALIZED AGENCIES ATTENDED THE AUGUST 1974 REVIEW, WHICH WAS SUPPLEMENTED BY FOLLOW-ON REVIEWS IN NOVEMBER AND FEBRUARY . UNDP PROGRAM IN THAILAND VASTLY COMPLICATED BY FACT THAT 135 DIFFERENT PROJECT ACTIVITIES TAKING PLACE; THUS NUMEROUS REVIEWS NECESSARY. UNCLASSIFIED

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PRIORITIES SET IN PARA 1 ABOVE WERE JOINTLY ARRIVED AT BY PARTICIPANTS IN REVIEWS. IN ADDITION TO SPECIALIZED AGENCY, UNDP AND IBRD ATTENDANCE, RTG REPRESENTATIVES INCLUDED THE DEPARTMENT OF TECHNICAL AND ECONOMIC COOPERATION, (DTEC) BUREAU OF BUDGET, CIVIL SERVICE COMMISSION, COOPERATING MINISTRIES AND THE NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT BOARD. INTERESTED BILATERAL DONORS HAVE NOT ATTENDED THESE REVIEWS BUT ARE APPRISED OF THE RESULTS BY PROJECT MANAGERS AND UNDP STAFF IN INDORMAL CONTACTS.

6. APPRAISAL OF PROPOSED PROJECTS

PROJECT PROPOSALS ARE ROUTINELY SENT TO INTERESTED DONORS FOR REVIEW. THE US MISSION HAS COMMENTED ON NUMEROUS PROJECT PROPOSALS DURING THE PAST REPORTING YEAR AND HAS ASSISTED IN THE DESIGN PHASE OF SEVERAL. MISSION BELIEVES THAT UNDP CAN (AND SHOULD) PLAY GREATER ROLE IN WORKING WITH DTEC IN ANALYZING AND PREPARING TECHNICAL ASSISTANCE REQUESTS TO MAKE THEM MORE CONSISTENT WITH RTG SECTORAL GOALS AND WITH ADDRESSING KEY PROBLEM AREAS. THE UNDP ROLE TO DATE HAS BEEN LARGELY PASSIVE -- RESPONDING TO REQUESTS -- RATHER THAN ASSISTING RTG IN DEVELOPING THE ANALYTICAL AND MANAGERIAL CAPABILITY TO FORMULATE TECHNICAL ASSISTANCE REQUIREMENTS IN THE CONTEXT OF DEVELOPMENT PLAN AND THEN IMPLEMENTATION. THIS HAS LED TO IN SOME

CASES TO "BITS AND PIECES" TECHNICAL ASSISTANCE SOMEWHAT IN ISOLATION OF REAL PROBLEMS.

7. PROJECT IMPLEMENTATION:

ON-GOING PROJECTS VERY EFFECTIVE - NOTABLE SUCCESSES INCLUDE PROMOTION OF TEACHING SCIENCE AND TECHNOLOGY, THE IRRIGATED AGRICULTURE PROJECT IN KALASIN AND THE TEXTILE INDUSTRY PROJECT AND THE RUBBER RESEARCH INSTITUTE-THE KALASIN PROJECT IS MOVING OFF THE PROJECT AREA TO SUPPORT A WORLD BANK EFFORT IN SEVERAL LARGE AREAS. THE TEXTILE INDUSTRY PROJECT HAS BEEN FAR MORE SUCCESSFUL

ORIGINALLY ANTICIPATED. SLOWDOWN IN TEXTILE INDUSTRY HAS INCREASED UTILIZATION BY THAI PRIVATE FIRMS WHO ARE SENDING THEIR PERSONNEL FOR UPGRADING.

OF THE TWO SIGNIFICANT PROJECTS IN WHICH PROBLEMS WERE IDENTIFIED AS A RESULT OF TRIPARTITE REVIEWS, ONE HAS BEEN ELIMINATED AND THE OTHER SALVAGED. AN ILO INDUSTRIAL STATISTICS PROJECT WAS UNCLASSIFIED

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ELIMINATED WHEN THE RTG DEPARTMENT CONCERNED FELL 16 MONTHS BEHIND IN PRODUCING QUALIFIED COUNTERPARTS. AN INDUSTRIAL SERVICES INSTITUTE IN CHIANG MAI WAS NEAR CANCELLATION BECAUSE OF COUNTERPART DIFFICULTIES UNCOVERED BY A TRIPARTITE REVIEW WHEN THE COUNTERPARTS WERE PRODUCED. THE PROJECT IS NOW WORKING SUCCESSFULLY, ALTHOUGH IT IS SOMEWHAT BEHIND SCHEDULE.

EXECUTION OF PROJECTS, WITH RARE EXCEPTION, HAS BEEN TIMELY - 95 PER CENT OF REQUIRED EXPERTS ARE ON BOARD WITH ONLY 3 EXPERT POSITIONS VACANT AS OF 4-15-75. THE RTG HAS PRODUCED COUNTERPARTS AT A FAR MORE SATISFACTORY RATE THAN IN PREVIOUS REPORTING PERIODS, AND COUNTERPART CONTRIBUTIONS ARE ADEQUATE AND ON SCHEDULE. THE RESREP ATTRIBUTES THESE DEVELOPMENTS TO THE TRIPARTITE EVALUATION SYSTEM WHICH ALLOWS EARLY IDENTIFICATION OF PROBLEM AREAS. EXPERT ALLOWANCES ARE NOT A HINDERANCE TO UN RECRUITMENT FOR THAILAND.

8. PROJECT EVALUATION

THE RESREP BELIEVES THAT THE TRIPARTITE REVIEW SYSTEM IS THE THE MOST USEFUL MANAGEMENT TOOL TO BE PUT AT HIS DISPOSAL IN HIS 20 YEARS WITH THE UNDP. DTEC GIVES THE TRIPARTITE REVIEW SYSTEM HIGH MARKS AND HAS SUGGESTED A SIMILAR SYSTEM FOR USOM PROJECTS. REVIEWS ARE ANNUALLY, WITH THE PROJECT MANAGER'S REPORT, BEING COMPARED WITH THE PLANOPS AND DIFFERENCES NOTED. THE RTG HAS EVOLVED A SYSTEM OF HOLDING A PRE-MEETING AMONGST THEMSELVES TO REVIEW ISSUES RAISED IN THE PROJECT MANAGER'S REPORT. ACCORDING TO THE RESREP, THIS HAS LED TO MORE TIMELY PROVISION OF COUNTERPARTS AND FUNDING FOR THE PROJECTS THE THAI OFTEN ARRIVE AT THE REVIEWS WITH ACTION PLANS TO ELIMINATE THE PROBLEMS IDENTIFIED IN THE BACKGROUND PAPERS FOR THE TRIPARTITE REVIEW.

MISSION DIRECTOR OF OPINION THAT IMPLEMENTING A SCATTERED PACKAGE OF 135 PROJECTS RANGING FROM 500 DOLLARS TO MILLIONS OF DOLLARS HAS RESULTED IN AN INORDINATELY LARGE OVERHEAD BURDEN. SUGGEST THAT UN MANAGEMENT FOCUS ON THIS TO DETERMINE IF COMPACTION OF PORTFOLIO WILL REDUCE OVERHEADS AND FURTHER IMPROVE PERFORMANCE.

9. WOMEN IN DEVELOPMENT

RESREP NOTED THAT RTG EDUCATION MINISTRY CURRENTLY STUDYING WOMEN'S ROLE IN DEVELOPMENT AFTER RECEIVING MANDATE FROM NATIONAL ASSEMBLY.
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AREAS OF EMPHASIS IN EDUCATION MINISTRY STUDY WILL BE LITERACY TRAINING, STATURORY AND MATERNITY RIGHTS FOR FACTORY WORKERS. ON ISSUE OF MINIMAL NUMBER WOMEN EXPERTS RECRUITED TO DATE FOR UNDP ASSIGNMENTS RESREP PUT ONUS ON UN HEADQUARTERS FOR NOT PROPOSING ADEQUATE NUMBER AND QUALITY OF CANDIDATES.HE ACKNOWLEDGED THAT POSTS EXIST FOR QUALIFIED FEMALE NOMINEES.

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10. UNDP RELATIONS WITH EXCAP

EXECUTING AGENCY AUTHORITY HAS NOT YET BEEN FULLY PASSED TO UN REGIONAL COMMISSIONS. UN UNDER SECRETARY GENERAL DAVIDSON IS CURRENTLY IN BANGKOK NEGOTIATING THIS ISSUE WITH ESCAP. NEVERTHELESS, ESCAP HAS ALREADY TAKEN OVER 12 PRIORITY REGIONAL PROJECTS WHICH UNDP IS FUNDING AND LATTER IS STUDYING SEVEN MORE. THE MAIN PROBLEMS HOLDING UP FORMAL GRANTING OF EXECUTING AGENCY AUTHORITY IS ALLOCATION OF 14 PERCENT OVERHEAD FUNDS WHICH UP TO NOW HAVE BEEN KEPT IN UN NEW YORK TO COVER PROCUREMENT, PERSONNEL AND GENERAL BACKSTOPPING. ESCAP WANTS THESE OVERHEAD FUNDS BUT IS RUNNING INTO STRONG RESISTANCE IN OBTAINING THEM ESCAP SECRETARIAT CLAIMS UNNY OFFICIALS HAVE AGREED IN PRINCIPLE BUT ESCAP NEVER GETS THE FUNDS. SECRETARIAT CLAIMS THIS ISSUE MUST BE RESOLVED WITHIN NEXT FEW MONTHS OR THERE WILL BE A FUNDING PROBLEM AT YEAR'S END. AN EXPERT GROUP REPORT SUPPORTING ESCAP'S POSITION IS DUE SHORTLY IN NEW YORK. ESCAP SECRETARIAT INDICATED THERE ARE NO COUNTRY PROGRAM REVIEWS NOR IS TRIPARTITE REVIEW SYSTEM USED FOR ESCAP/UNDP PROJECTS MAINLY BECAUSE TOO MANY GOVERNMENTS ARE INVOLVED. SECRETARIAT DOES NOT RECOGNIZE RESREP TO BE REGIONAL IN VIEW FACT HE ONLY RESPONSIBLE FOR THAILAND AND HONG KONG. RESREP ACKNOWLEDGES THAT HE HAS NO RESPONSIBILITY FOR ESCAP REGION. SECRETARIAT, THEREFORE, UNCLASSIFIED

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REFERS ALL QUESTIONS TO UNDP NEW YORK. RELATIONS PUNCTUATED WITH REGULAR FORMAL AND INFORMAL MEETINGS. RESREP PRESIDES AT REVIEW MEETINGS OF MCC PROJECTS WITH POSITIVE EFFECT. CURRENT UNDP NOMINATED, MCC CONFIRMED, SEVEN MEMBER ADVISORY BOARD IS ONLY PROBLEM AREA IN MCC UNDP OPERATIONS. BOARD EXPIRES INTO END CY 75. BOARD DESCRIBED AS TOO POLITICAL IN ORIENTATION FOR PROBLEM SOLVING AND LACKING IN APPROPRIATE TECHNICAL SKILLS. THIS ALSO THINKING RECENT UN REVIEW TEAM. EXECUTING AGENCY STATUS RESIDES WITH ESCAP BUT INCLUDES MERELY ISSUING INVITATIONS TO MEETINGS, MANAGING PARTICIPANT TRAVEL AND ADMINISTRATIVE SUPPORT FOR MCC.

UNDP MEKONG INSTITUTIONAL SUPPORT PROJECT REMAINS CLEARLY OUTSTANDING GLOBAL EXAMPLE OF UNDP INSTITUTIONAL SUPPORT. PROJECT HAS ATTRACTED DOLLARS 273 MILLION FOLLOWING UNDP INPUT OF APPROXIMATELY DOLLARS 10 MILLION. MASTERS

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